

layout for living

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Published ten times yearly by the Community Planning Association of Canada to foster knowledge and concern about the development of our communities. Material herein may be reprinted for similar purposes if the original source is acknowledged.

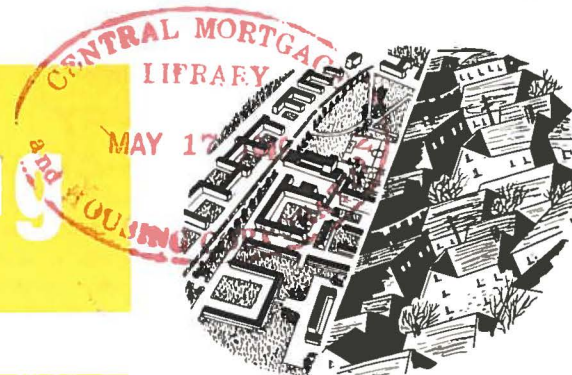
The requirement for Membership is an unselfish interest in the object. Within the Association are provincial Divisions, and local Branches in cities from coast to coast; all fees received from provinces where Divisions are established are put at the disposal of those Divisions. Addresses of Divisional officers will be forwarded upon request. The national Executive Committee consists at present of: R. E. G. Davis, *President*, W. H. Clark, *Vice-President*, Eugene Chalfour of Quebec, P. Alan Deacon of Toronto and John M. Kitchen of Ottawa. Alan H. Armstrong, *Executive Director*, Jean Cimon, *Co-Director*.

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layout for living

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a season to stretch our legs . . . and our vision

Behind us are the months when dark evenings and howling winds would keep us indoors, or discourage pedestrian expeditions beyond the strip of concrete leading to the newsstand, bus-stop or movie-house. Ahead of us are sunny hours on the beach and the country roads and streams with their delights and surprises. In short, our willing habitat now ranges outward from the city blocks to cover the *region*. We put down the telephone book to take up the highway map; our eyes leave the neon sign and traffic light to come to rest on hills, trees, fields, sand and blue water.

Perhaps this seasonal raising of our sights accounts for the planning news this month. Thus our Halifax Members are concerned with closer linkage in the work of Halifax City and County, and of their respective Planning Boards. In Quebec, the co-ordination of developments by adjoining local governments is pursued. The National Capital planners are dealing with the National Park in their area — and with the annual new crop of cottages, motels and hot-dog stands that can be counted upon to appear around it, just as surely as trilliums within it. (But alas, the cabins are the hardier perennials.) Fitting, too, that our Ontario Division this month calls a conference in a country club at the pleasant resort of Jackson's Point on Lake Simcoe; and that the B.C. Division is helping with meetings toward the formation of a Lower Mainland Planning Region. Meanwhile the Manitoba group are laying the local groundwork for our National Citizen's Conference on Planning, which takes place there next October 6th to 8th; regional problems will be conspicuous on the program.

These pages try to reflect the wider planning questions we face: in the west, the application of the regional planning machinery now ready; in the east, the outlines of a pending development of great regional significance for which administrative machinery is not yet quite ready. With them we list source materials on the other regions — on which we hope to present articles later. We think Canadians take naturally to regional thinking, not only because so few can manage so much land only by doing it in large chunks, but also because (beyond our immediate acquaintances) our loyalties are more likely to be regional than civic — sometimes more regional than national.

This regionality shows up in myriad ways and can be studied without ever looking at a learned journal. Our daily papers are regional in outlook and distribution, rarely quite local or truly national. There is much regional information in their advertising columns, too; the daily that comes to our door is full of incidental regional planning intelligence: maps of the area over which the paper (or bread, or milk, or mail-order merchandise) is delivered by hand; a map showing the zones blacked out when our power plants were over-taxed; even a map revealing how far afield a local mortician will go to perform his duties. We hope these regional reflections — both the ordered and the accidental — will be found as conducive to the enjoyment of summer excursions as are the right kinds of sandwiches and paper cups.

community planning association of canada, ottawa

st. lawrence seaway

Thirteen million Canadians are settled in a long, narrow line of communities stretching almost one-fourth the way around the North Temperate Zone of the earth. That in itself makes transportation a dominant factor in our lives. Furthermore, we are (in relation to our numbers) the greatest importers and exporters of goods among the nations. No wonder Confederation was achieved with the promise of transport links between the settlements; no wonder our national motto is *a mari usque ad mare!* To an extraordinary degree, our standard of living depends upon the efficiency of our instruments of transport; the most natural of these instruments is the St. Lawrence-Great Lakes water route.

The St. Lawrence system, from the Lakehead to the Strait of Belle Isle, is 2,225 miles long — flowing through most of our heavily settled and industrialized areas. Its more difficult sections have gradually been by-passed or improved with canals over the last 170 years, until we now have nearly 500 miles of wholly artificial canals.

In the St. Lawrence route, only dredging is required to keep a 32½ foot channel along the 1,000 miles up to Montreal. Between Montreal and Lake Ontario are some of the oldest canals still in use, with depths of only 14 feet. From the Thousand Islands to the Head of the Lakes all the channels could be kept 27 feet deep by dredging only. The bottleneck at present amounts to about 40 miles of Canadian or International channels between Cornwall and Prescott, Ontario. The draft agreement of 1941 between the governments of Canada and the United States deals largely with this International Rapids Section of the system. To ratify and implement the main points of the Agreement would be to make drastic changes in the use of land in the Ontario and New York communities on this part of the River. It could add 4 million horsepower of electric energy to the region. An improved Seaway might also have far-reaching effects upon the business life of other shipping centres all over the continent: from Vancouver to Saint John, from Churchill to New Orleans. The Seaway scheme is therefore of interest to every Canadian concerned with physical planning.



Before looking further at the proposed scheme, something should be said of the uses now being made of the Great Lakes system as a shipping route. The Sault Ste. Marie channels (where improvements began 150 years ago under the Northwest Fur-Trading Company) were by the 1930's passing more tonnage than the Suez and Panama Canals combined — despite the fact that the Sault is frozen over for a few months in each season. By value, this Upper Lakes traffic is predominantly in wheat; but by tonnage, it is predominantly in iron ore — from Minnesota, and latterly from northwestern Ontario as well. Pulpwood assumes a growing share in the total cargo. Downstream tonnage is several times greater than upstream — the largest item in the latter being Pennsylvania coal.

For similar cargo, speed and season of shipment, the rate per ton-mile in the Upper Lakes is about half the rate prevailing between Lake Erie and Montreal; but in any case it is likely to be only a fraction of a cent per ton-mile. A couple of hundred Canadian ships are in use on the Lakes, some of them larger than any deep-sea vessel of Canadian registry. Thus it is that inland Toronto rates next after the seaports of Montreal and Vancouver in tonnage of cargo handled over the sides of ships.

For and Against the 1941 Scheme

This is no place to let on that the questions raised about the Seaway in whole volumes of *Hansard*, the *Congressional Record* and elsewhere can easily be resolved. But at least the main outlines of a development scheme of these proportions can be sketched. The long history of navigational improvement of the route, and more recent attention to its hydro-electric potentialities, have already been mentioned. Joint inquiry by the Canadian and American governments have been proceeding for fifty years; in 1934 a Treaty failed of ratification in the U.S. Senate. The subsequent Agreement of 1941 has been consistently supported by government leaders in both countries, but has not yet been ratified.

The chief provisions of the 1941 Agreement are (a) deepening of channels to 27 feet between Montreal and Lakehead; (b) combined power and navigation development in International Rapids section of the St. Lawrence, to provide over 1,000,000 horsepower for each country; (c) increased power development at Niagara, while preserving scenic amenities; (d) long-term agreement with regard to diversions of water by either country from the Great Lakes system, and for the use of such diverted water for power.

The sponsors of the scheme in Congress have usually promoted it with reservations. The Bill* now before the U.S. House of Representatives includes these conditions: (a) perpetual navigation rights in boundary waters, and terms of water diversion as well as of further Niagara power development, should be dealt with in *separate treaties*; (b) the waterway should be made to pay for itself by *charging tolls* upon ships passing through. There seems to be determination to proceed with both the

*It is now commonly said in knowledgeable quarters in Washington that the present Bill has slight chance of passage this spring — despite the appeals for it.

International Rapids portion and with the other portions of the whole scheme — so their division into separate items of business may not be important. The Canadian government some time ago approved 'in principle' the charging of tolls in the proposed International Rapids channel.

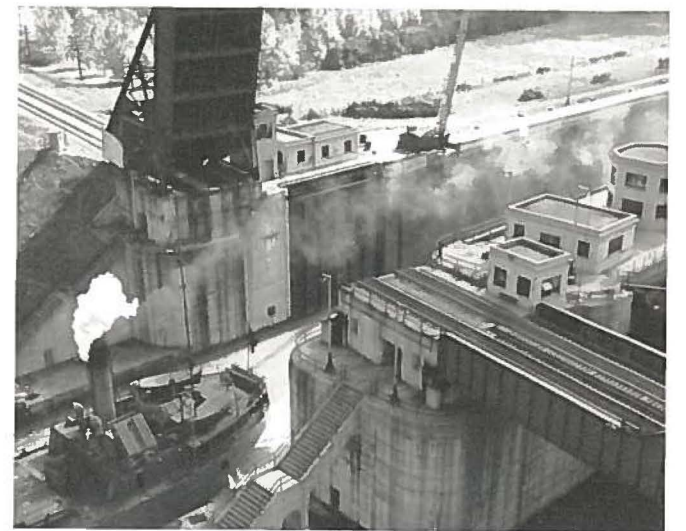
Some opponents of the scheme reckon that to liquidate today's cost of constructing the International section, there would have to be heavy charges against the tonnage passing through it; for they say that tonnage will be limited by what other facilities in the Great Lakes system are capable of handling. Reduced to toll-per-ton, they think the charge in the International Section would have to be prohibitive. But a reliable estimate of the present cost has not been published; besides, other parts of the route are also to be improved, and not every ship navigating the International bit will be going through all the other channels that may remain less efficient than it will be. So the objection is hard to substantiate.

The work to be done consists of: (a) deepening of Upper Lakes navigation channels to 27 feet (by the U.S.); (b) deepening Welland Ship Canal to 27 feet (by Canada); (c) dam above Cornwall capable of raising level of upper River almost to that of Lake Ontario, with control dam further upstream, and associated side canals, power sites, road, rail and bridge re-locations (by U.S., except for some secondary works on Canadian side); (d) dredging, bridge improvements, etc., in Lake St. Francis and the Soulages and Lachine Canals (by Canada).

The total cost of the scheme was estimated in 1941 at over 500 million dollars. Canada's share was nearly half the total; but about half Canada's part was already carried out, so the expenditure facing us, if both governments now ratify the scheme, may well be about one-fourth the whole cost — or perhaps some \$200 millions. (That is, our additional national bill for construction will be comparable with that for airport building in a couple of peak years of the British Commonwealth Plan, or that for one year's Family Allowances). The Ontario Government in 1941 agreed to pay Canada for the Province's share in the hydro power development at the International Rapids, and in addition to purchase and install its own generating and transmission gear; new price adjustments will also be required here. While the United States was unwilling a year ago to permit New York and Ontario to proceed with power development independently of the navigation scheme, both the President and the Prime Minister of Canada have said that the power projects will have to go ahead if the combined scheme is not soon approved.

Summary

North America has many areas of specialized production: of forests, of fields, of mines and of mills. Exchange of bulk goods within its shores, and access to markets beyond — in other words, our standards of living — depend heavily upon the efficiency of our instruments of transport. Luckily, the cheapest of these are given us almost ready-made; they are the water routes: Mississippi, Hudson Bay and St. Lawrence. The last is the most useful to Canadians — and every improvement in it has been



Welland Ship Canal at Thorold, Ontario. Built between 1914 and 1932 at a cost to the Canadian Government of \$130,000,000, the Canal raises ships 327 feet from Lake Ontario to Lake Erie. Ships over 630 feet long pass through; longest lock is 1,380 feet in length. (Photo: NFB)

reflected economically across the country. Prairie wheat farmer, Winnipeg warehouseman, Superior lumberjack, New Quebec miner — all have stakes in further improvements. The Lower Lakes communities can gain both industrial power and industrial markets. (The public and private owners of fixed assets in the immediate area between Morrisburg and Cornwall in Ontario — including trunk highway and railway, and half a dozen villages — have a rare challenge to their ability in detailed planning, for much of that area would be inundated if the present proposals are acted upon.) The strategic effect of the possible spread of ship-building and heavy industry deep into the heartland of America has not been overlooked. The St. Lawrence Waterway and Power Project poses physical planning issues not only for a score of local communities and for the adjoining economic regions, but for the people of Canada and of America as a whole.

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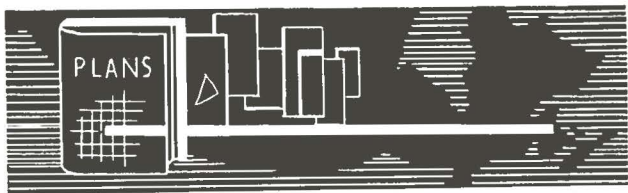
Background of the St. Lawrence Project. (*Reference Papers* No. 40, Information Division, Dept. of External Affairs, Ottawa. Revised January 31, 1949.)

Type Study of Regional Replanning: the Rehabilitation of the Communities in the St. Lawrence Waterways International Section, by Norman D. Wilson. Mimeographed special study, for (James) Advisory Committee on Reconstruction, 1943. Suggests changes of land use and re-location of facilities occasioned by proposed raising of water levels between Cornwall and Iroquois, Ontario. Ottawa, Department of Reconstruction and Supply.

Elements of a City Plan for Cornwall, Ontario, by Norman D. Wilson. Cornwall Town Planning Commission, 1944.

Transportation in Canada, by Alan Armstrong. (*Canadian Affairs* Can. ed. Vol. 2, No. 22, February 1946. A few copies available from CPAC).

Papers by Archibald W. Currie and Robert E. Moffat in *Canadian Journal of Economics and Political Science* (Vol. 14, No. 4, November 1948) on Canadian freight rates, give opposing opinions as to whether Great Lakes shipping now competes in a real sense with the railways in the region.



Planning Briefs

At press time, the first comprehensive report of the Consultant on the planning of the National Capital has just been tabled in Parliament. Outlines of the recommendations will be known to our readers from their newspapers; we intend to publish an illustrated review of Mr. Greber's Preliminary Report in our next issue.

ST. JOHN'S—Expansion of many facilities is expected shortly to follow confederation with Canada. Dwellings, schools, industrial and institutional developments — including at least one new town-site — are in prospect and will involve several millions of dollars. Building permits issued in the city last year totalled over \$1 million dollars; the development of municipal facilities outside the city boundaries (see *Layout for Living* No. 23) is seen as an argument for incorporation of an additional area within the city. His Majesty, in a special honours list marking the confederation of Newfoundland with Canada, has conferred a knighthood on Mr. Justice Bryan Dunfield who is Chairman of the St. John's Town Planning Commission.

SYDNEY—The Maritimes look to a considerable increase in trade resulting from confederation with Newfoundland. The most favourable route for freight will be through Sydney by boat to Port-au-Basques. A low level bridge, estimated to cost \$13½ millions, is to be built between Cape Breton Island and the mainland of Nova Scotia; the federal Minister of Transport and the Premier of Nova Scotia have announced the appointment of Dr. P. L. Pratley of Montreal as engineer-in-charge. The bridge will be over half a mile long, and will carry both rail and road traffic. Its completion is expected by 1952.

MONCTON—A comprehensive plan for the metropolitan area of Moncton is under preparation; the city anticipates considerable growth in its function as a redistribution centre for the Maritime region. The city recently joined with Saint John and Fredericton to urge the provincial government to permit a larger share of public revenue to come into municipal purses.

SAINT JOHN—Detailed study of the harbour bridge, proposed by the Saint John Town Planning Commission in 1946, is now under way. A contract has been let for the construction of a new municipal airport to cost over \$600,000.

HALIFAX—The County Planning Board seeks amendment to the Nova Scotia Town Planning Act so that it can deal separately with areas that are rural or urban in character. The provincial government is conducting an aerial survey of the County to disclose sites suitable for industry.

The Halifax Branch of CPAC has recently sponsored a showing of films, and made representations before the City Works Committee to secure greater parking facilities in the central area. The City is anxious to secure greater revenue by arrangement with the provincial government. The federal Minister of Reconstruction says that several hundred housing units will be built in the Tufts Cove area for service personnel; he says that shortage of land made suitable for housing is holding up further developments.

AMHERST—Town Council has established a Planning Commission under the provincial Act to develop a long range improvement program. The Mayor and three Councillors will be joined by three other citizens to form the Commission.

DARTMOUTH—The draft zoning by-law has been given public hearings and approved by the Town Planning Board.

CHARLOTTETOWN—Prince Edward Island's legislative program for 1949 included extended rural electrification, and the pooling of heavy machinery for the clearing of land. Present occupants will be expected by September 1st to vacate the site selected in Charlottetown for a federal public office building. The site is said to contravene the recommendation of the Town Planning Commission as endorsed by City Council and provincial authorities. A number of existing buildings will have to be removed.

QUEBEC—The view is gaining ground that the logical location for the smelting of Labrador iron ore will be somewhere on the lower St. Lawrence River; such a point would be equally accessible for ore from the upper lakes or South America, as well as for Maritime coal. Abundant hydro power would be available for the associated refining and manufacturing industries likely to group around a new large smelter.

Premier Duplessis recently announced that his government would establish a Department of Industrial and Agricultural Research and Economic Development. It is hoped that public and private development of the natural resources of the province can be co-ordinated through the new agency.

Papers on physical planning will be presented at the national annual meeting of the Engineering Institute of Canada to be held here on the 13th of this month.

MONTREAL—Two tunnels under the Lachine Canal, to connect the city with adjoining Verdun, Ville La Salle and other points, and estimated to cost \$11 millions, will be constructed jointly by the city and the Federal Department of Transport. A sizable vote for the purpose appears in the 1949 estimates of the federal government. The City Planning Department is asking for \$200,000 to undertake a thorough study of the rapid transit problems of the metropolis. Since 1922, various portions have been constructed of an expressway to run the entire length of Montreal Island; there is now serious work on foot to complete the project, in which provincial and federal governments have co-operated with the municipality. The chairman of the city's Executive Committee points out that in the past few years Montreal's share in such projects has exceeded \$50 millions; he asks an increasing share of participation by senior governments in such public works.

OTTAWA—Immigrants into Canada in 1948 numbered over 125,000 of which nearly half settled in Ontario; immigration in 1949 is expected to exceed last year's. Since the war there have been about a quarter of a million immigrants to Canada of whom nearly half came from Great Britain.

Capital flows in as well as population; American investments in Canada now amount to over \$5 billion dollars — about three times the British investments in this country, and almost two-thirds of the total foreign investment in Canada. The distribution of domestic and foreign capital investment in 1949 is expected to be much like that in 1948: about two-thirds of it in Ontario and Quebec. It is not surprising that municipal expenditure and debt levels are rising correspondingly. It is notable that the largest relative increases in expenditure have been in the smaller municipalities.

The next session of Parliament is to create a new Department of Reconstruction and Development. It will be responsible for public works, housing, community development, research, and the conservation and development of natural resources.

The national value of building permits issued continues to rise, although the proportion for industrial and engineering works has increased at the expense of permits for housing. Renewal of the federal government's emergency powers was largely based on the need to continue rent control; some critics of the government pointed out that in other countries rent control alone had not been effective, but should be linked with more positive steps to produce new rental housing. The Bureau of Statistics has extracted from its general price figures those related to materials used in house construction; the new residential building materials price index is based on the period 1935-1939; starting with that pre-war period as 100, the index had risen to 150 at war's end and now stands at 217.

Additional information has been provided Parliament on the National Capital Plan; for park and parkway projects in the district steps have already been taken in the past two years on a long-term, \$9 million program. Parliament added \$2½ million to the National Capital Fund; and the Estimates included items of \$300,000 to be paid the City of Ottawa instead of taxes, and \$225,000 for the next year's planning work. The Auditor General has raised the question whether the national government should collect betterment from private landowners when the nation buys, improves and then resells

lands adjoining theirs. Lands worth \$1¼ million have already been purchased with the Fund for railways, industrial sites and parks; drawings have been published of new government buildings which persist in the neo-French Renaissance style. The voluntary survey of recreational facilities in the capital district continues.

OSHAWA—A major street plan has been prepared for the motor city, to improve chronic traffic congestion and to serve as a guide in the layout of new residential subdivisions. The four-lane highway along the lakeshore through this city has so far cost \$6½ millions.

TORONTO—As in other provinces, Ontario is this year affording considerably increased financial assistance to municipal governments. There has been controversy about the terms of some of this assistance. The legislature has set up a committee on conservation to study soil depletion, drainage, flood control, reforestation, and local demonstration of these crafts. The Department of Planning and Development is encouraging the formation of municipal industrial committees. The Humber Valley Conservation Authority is giving special study to agricultural and recreational facilities in its 336 square mile area.

The Mayor of Toronto has made the unorthodox suggestion that his city should grow no larger; in the face of howls of protest he could quote many eminent planners who have come to the same conclusion about other large cities. He has also revived the familiar project of a tunnel to Centre Island to be built with federal aid. Major development proposals by the city's school, transit and harbour authorities continue to appear.

Nearly 1800 veterans' families have applied for housing in Toronto in the last 15 months. Land just outside the city is being sought for 3000 low rental houses; suburban governments would provide the land if the federal government would build the houses, the provincial government the schools, and the city the necessary utilities. The provincial government has already given second-mortgage assistance in the building of nearly 5000 homes in Ontario, about one-third of them in Toronto. A provincial capital subsidy of \$1000 for each of the first 56 dwellings at Regent Park was also paid; the first units in this public low rental project are now occupied. The city assessment commissioner reports that although his assessments are up in the central wards of the city, the permanent population of those wards is less than had been thought.

The Toronto Branch of CPAC has met to discuss and make suggestions upon the method of measuring family income as it affects the rentals to be paid by families occupying municipal public housing.

The Maclean-Hunter Company has published the first issue of its new monthly "Civic Administration"; the leading article is on community planning and was contributed by CPAC.

BARRIE—CPAC will hold a conference on the Lake Simcoe region at nearby Jackson's Point on May 7th; the program will lay special stress on conservation, recreation, and the development of summer resort areas. The town council here has adopted a new zoning by-law.

HAMILTON—The greater part of Wentworth County has been declared a Planning Area under the Ontario Planning Act; technical services are likely to be provided by the Planning Commissioner of Hamilton. The area about the Burlington Suburban Planning Area. The town of Simcoe to the southwest has applied to be declared a Planning Area.

A first meeting was held in April of a representative group to form the Hamilton Branch of CPAC. Later in the month the Ontario Mayors and Reeves Association met to discuss federal-provincial-municipal relations. The Canadian Chamber of Commerce will shortly hold a study conference at McMaster University, in which city planning will be a leading topic.

LONDON—Municipalities in this area are asking the Ontario Department of Highways to take over 9¼ miles of suburban roads to be converted into a by-pass highway at an estimated cost of \$120,000. The Upper Thames Valley Authority is proceeding with channel improvements in the south branch of the river between Beachville and Ingersoll.

WINDSOR—This city has acted on the federal suggestion that housing needs be determined by metropolitan areas; an agreement with Central Mortgage & Housing Corporation to build some 1500 additional units is now being prepared. The Planning Area Board has prepared a plan of park areas and seeks permanent adoption of its zoning by-law which has now been on trial for six months.

PORT ARTHUR—This city has laid over five miles each of sewers and water mains in the past year. These were largely required to serve the 2400 housing units constructed here since the beginning of the war. An additional half-million dollar veterans' project is now under discussion.

WINNIPEG—The University of Manitoba announces a graduate course in community planning to begin in the fall of 1949. Those holding degrees in architecture or engineering will be admitted and will take courses in social studies, public administration and planning procedures. They will be required to carry out detailed and realistic planning work before being given the Master's Degree.

Addressing the Mid-Continent Council of Development Agencies here on April 21, Prime Minister St. Laurent said that to push northward was now as great a public task as pressing across the continent once was. He said the nation was 'acquiring another dimension' and likened recent constructive operations to military 'development in depth'.

Winnipeg's anxiety to implement the Metropolitan Plan is reflected in the attempt to have its charter amended to establish a permanent Metropolitan Planning Commission. Water supply is already handled by a metropolitan authority, and power distribution will soon be handled in the same way. The city is considering a million dollar river flood prevention program, in which it hopes for the aid of other governments. The City Council has authorized appointment of a traffic engineer with a senior position in the City Hall. The city will continue to make its own annual review of housing conditions and may establish a housing authority; meanwhile Winnipeg asks federal and provincial capital subsidies of \$1000 each per unit in a one-thousand unit veterans' program for 1949. The Town Planning Commission has been asked to set priorities on the various bridges it has recommended.

REGINA—Construction of a 16-inch oil pipeline from Edmonton to this city is expected to begin this year; such pipelines will in future be under the jurisdiction of the Board of Transport Commissioners. The Prairie Farm Rehabilitation Administration here has recently been asked to extend its activities over the entire agricultural area of Manitoba. The Saskatchewan Power Corporation is engaged in a long-term rural electrification program; while generating equipment will belong to the Corporation, the distributing gear will in some cases belong to consumer co-operatives.

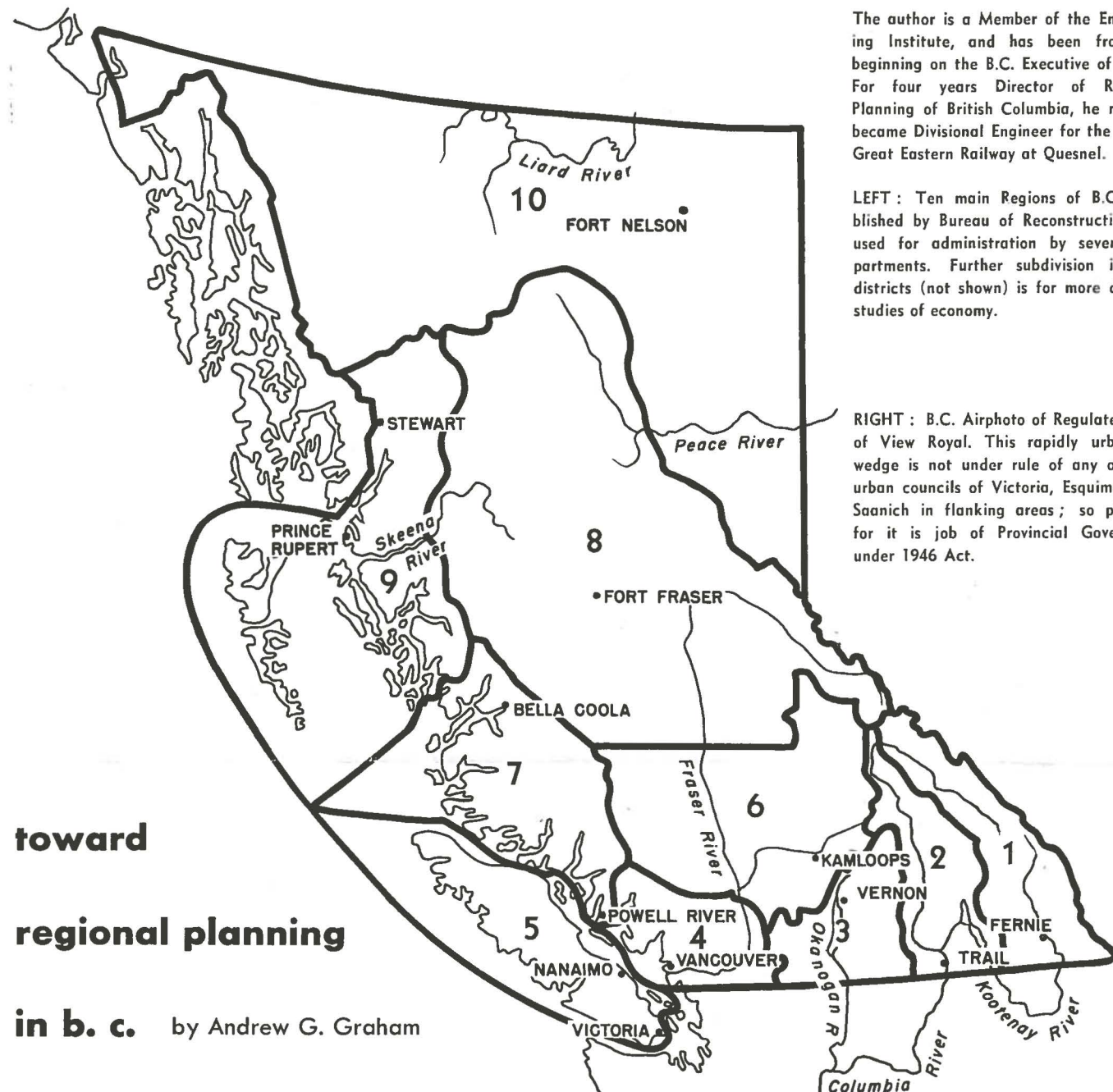
EDMONTON—The provincial government will ask one municipality to try out the idea of bringing all its agencies under one elected council, rather than the separate elected and appointed bodies usually in charge. Municipalities are asking the provincial government to bear a heavier share of their costs particularly in school construction. Power developments costing over \$5 million are expected in the province this year. Millions of dollars worth of highway and railway construction are equally certain to be carried out; the United States government has authorized over \$10 million of roadwork in Alaska in 1949.

Some think Edmonton will double its size in the next ten years; recent rapid growth is reflected in the city's capital budget of 8½ million dollars for 1949. At the moment immigration into the area is occurring faster than jobs can be found. In the rush to expand industrial, hotel and public facilities here, a number of projects seem likely to do violence to the recommendations of the town planning commission; City Council has shown a readiness to give land, tax and zoning concessions to newcomers. At the same time the city asks larger expropriation powers and the right to enter the oil business on its own account. These tendencies are related to the recent resignation of the Chairman of the Town Planning Commission and to the pressure by the Local Council of Women and other groups for the creation of a Department of Town Planning under a qualified director.

Over 2400 housing units were built here in 1948; except for 270 apartments and 250 veterans' houses, the remainder were predominantly detached buildings put up with federal aid for sale. It is expected 3000 units will be built this year, of which 250 will be for veterans and 500 would be private prefabricated houses for rental. An integrated project for a thousand units is contemplated as well as scores of units for federal employees and troops.

VANCOUVER—This city expects provincial aid in the construction of a new bridge to the airport and in the development of arterial roads; in the case of the bridge proposal, federal aid is also looked for. There is considerable resistance to some of the street-widening and extension proposals, because of numerous local developments that have taken place since they were first recommended. To secure greater co-ordination in future, City Council is going to give special study to town planning, while the Mayor will hold weekly conferences with City Hall department heads.

(continued on page eleven)



The author is a Member of the Engineering Institute, and has been from the beginning on the B.C. Executive of CPAC. For four years Director of Regional Planning of British Columbia, he recently became Divisional Engineer for the Pacific Great Eastern Railway at Quesnel.

LEFT: Ten main Regions of B.C. established by Bureau of Reconstruction and used for administration by several Departments. Further subdivision into 73 districts (not shown) is for more detailed studies of economy.

RIGHT: B.C. Airphoto of Regulated Area of View Royal. This rapidly urbanizing wedge is not under rule of any of three urban councils of Victoria, Esquimalt and Saanich in flanking areas; so planning for it is job of Provincial Government under 1946 Act.

toward regional planning

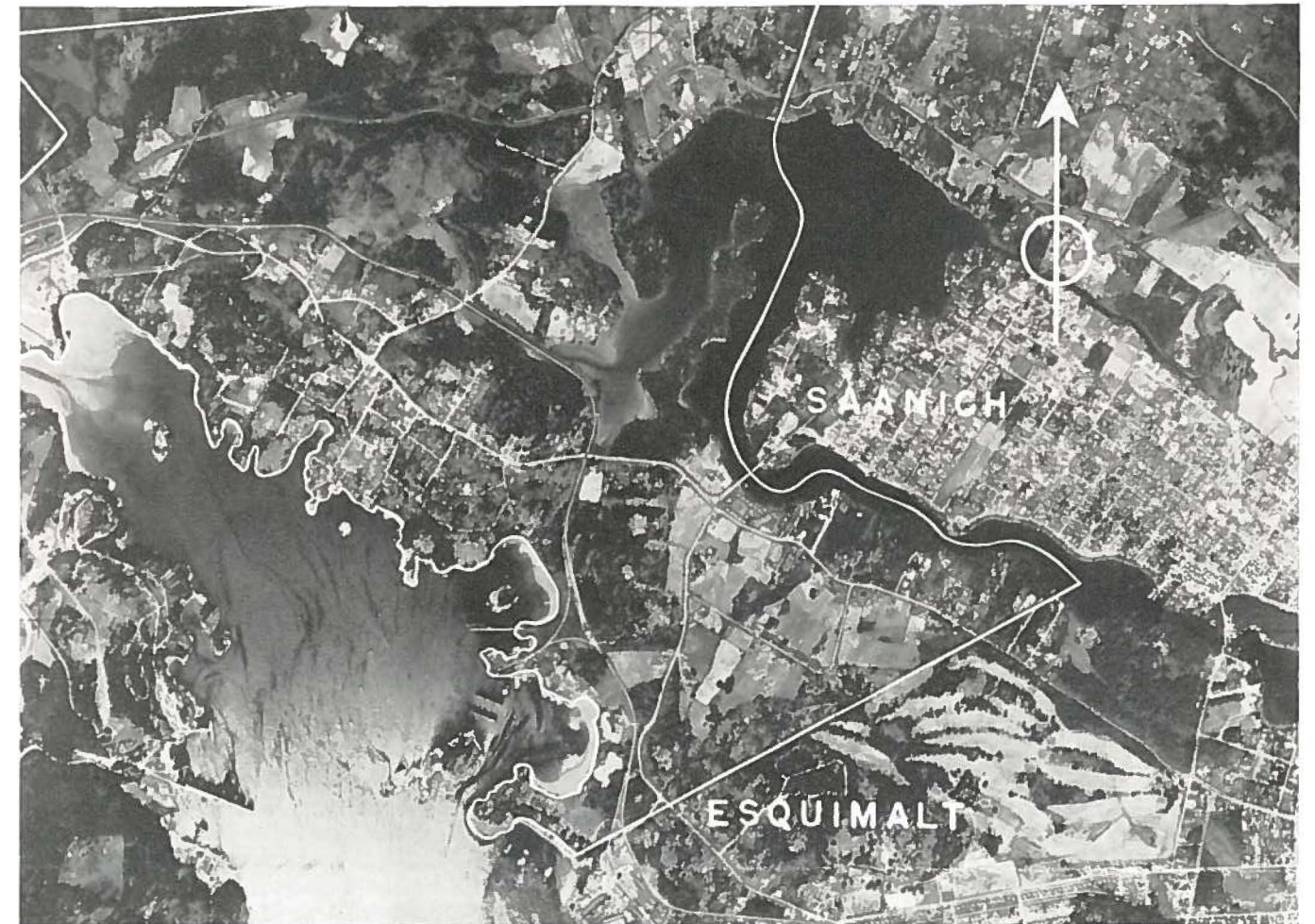
in b. c. by Andrew G. Graham

The initiation of a Regional Planning Division in British Columbia is due to the vision of a former Minister of Education, Mr. H. G. T. Perry. He had very definite ideas of what planning meant and on 1st January, 1945, the Regional Planning Division came into being through his efforts. It was an independent branch of the Bureau of Post-War Rehabilitation and Reconstruction (later Bureau of Reconstruction) responsible to a Reconstruction Committee of four Ministers of the Crown, one of whom was Chairman. On September 1, 1947, on the dissolution of the Reconstruction Committee, the Regional Planning Division was transferred to the Dept. of Municipal Affairs.

The assignment to prepare a plan by regions for this province was no mean problem; where to begin and how to go about it were questions made more difficult by a small staff. The staff at present consists only of a

Director, Assistant Director, two Draughtsmen, Secretary and three Field Inspectors.

The Province was divided into ten Regions (see map), the Regions following the divisions and subdivisions set out for taking the Dominion Census. Each of these Regions is separate and distinct in its characteristics. A start was made with Region One; all the available factual data were assembled, and from the data so assembled, an attempt was made to ascertain the manner in which the economy of the Region could be developed. Recommendations to be effective must be implemented and it was decided that small incorporated municipalities, unable to finance planning consultants, should first receive assistance in their community planning, with the thought that such assistance would tend to develop these communities for their future benefit.



Regulated Area of View Royal (within white line) near Victoria, B.C.

On application by any incorporated municipality under 5,000 inhabitants to the Minister of Municipal Affairs for assistance in their community planning, free Government advice is given. The Director of Regional Planning meets and discusses with local officials their local problems. He is followed by the Assistant Director who spends time on details. Finally the community receives:—

- (1) Report on Community
- (2) Zoning Report
- (3) Zoning Bylaw adapted to the special circumstances met with in the particular community
- (4) Master Zoning Plan
- (5) Major Road Plan

(In some cases recommendations are made for cancellation of existing subdivisions, with sketches detailing more economical methods of subdivision.)

This aid is merely advisory but it is remarkable to what extent it is being followed. Actually this work has taken on such momentum that the wider phases of Re-

gional Planning at present are being pushed into the background. To date eight cities, four districts municipalities and sixteen villages have received planning advice from the Regional planning Division.

Regulated Areas

In British Columbia, incorporated areas are designated as Cities, District Municipalities, or Villages. The balance of the Province is known as Provincial Government unorganized territory. The fringes of some of the Cities are in unorganized territory, and here rapid development has occurred due to many causes: increase in population (871,000 in 1941 now over the million mark), overflow population from cities spilling over the boundaries, and endeavours to settle in areas which have less taxation than have incorporated areas. The large influx of population into the province during the war, combined with the shortage of housing and of building material for housing, gave impetus to construction of substandard types of buildings on the outskirts of cities in unorganized territory — entirely without municipal control.

To meet this situation the "Town Planning Act Amend-

ment Act 1946" was passed by the Legislative Assembly. The Act is simple in its phraseology but important in that its provisions are mandatory, as effected by Regulations duly passed by Order-in-Council. The Regulations thus give mandatory control of:—

- (a) Subdivision layout
- (b) New building construction (must conform to the National Building Code)
- (c) Sanitation measures
- (d) Zoning for land use
- (e) Major road system
- (f) Setting up of an Appeal Board to hear appeals, when a decision of the Building Inspector causes an individual to consider that he is under an injustice.

A Building Inspector is appointed for each Regulated Area, who also acts as Secretary to the Appeal Board and is in effect an administrator for the area. An order in writing from the Building Inspector must accompany each subdivision plan, advising that it conforms with the Regulations before the Approving Officer will sign the subdivision plan for submission to the Registrar of Titles. (The Approving Officer in the case of Provincial Government unorganized territory is the Deputy Minister, or Chief Engineer of the Department of Public Works.)

Generally a Regulated Area is zoned for the following uses: Industrial, Commercial, Residential "A", Residential "B", Rural. The land uses for each zone are prescribed in the Regulations.

- Commercial Areas—Minimum lot widths thirty feet
 Residential "A" —Minimum lot widths sixty feet
 Residential "B" —Minimum area (per urban lot) approximately 7500 square feet; or 23,000 square feet (where subsequent urban services and re-subdivision likely)
 Rural Area —Subdivision permitted into parcels of not less than two acres each.

The procedure adopted in the declaration of a Regulated Area is as follows:

- (1) Boundaries of Regulated Area laid out on plan and various Use Districts indicated thereon.
- (2) Draft set of Regulations prepared; public meetings called and details of Regulations explained.
- (3) Under the Act a hearing is required which must be advertised in two consecutive issues of a local newspaper, stating the time and place where the plans and regulations may be inspected prior to the hearing, and naming the presiding officer (all of which is covered in a preliminary Order-in-Council).
- (4) Hearing held and objections (if any) recorded.
- (5) Proceedings reported by presiding officer to the Minister of Municipal Affairs.
- (6) Changes made in Regulations due to objections if deemed necessary.
- (7) Revised Regulations approved by Order-in-Council.

- (8) Appeal Board appointed, members recommended to the Minister, the members being recommended by local organizations throughout the area, and appointments duly confirmed. Either three, five or eight members are appointed according to the size of the area.

- (9) Building Inspector appointed who also acts as Secretary to the Appeal Board, and is also assistant Fire Marshall, appointed under the "Fire Marshall Act".

Eight Regulated Areas are in operation throughout the Province. Appeal Boards are active and generally the people of the areas appear to be satisfied — all of which is a healthy sign that this type of planning meets with approval.

Regional Planning Areas

Under the provisions of the "Town Planning Act Amendment Act, 1948", the Minister of Municipal Affairs may declare any area a regional planning area and may define the boundaries of the area. The area may include a portion of Provincial Government territory. A Regional Planning Board shall be constituted: one appointment made by the Minister, and one member from each municipality in the area. Each municipality shall appoint its engineer to act as an advisory member of the Board.

The Act stipulates that the Board may appoint planning engineers, consultants or other officers as may be necessary, whose salaries or other remuneration shall be paid by the Board. The Act states that it shall be the duty of the Board to prepare a plan for the physical development and improvement of the area in a systematic and orderly manner. The Board is to base its plan primarily upon public convenience and general welfare through the economic use of land, improved facilities for traffic, transportation, sewage disposal, water supply, public institutions, schools, parks, recreation and other public requirements.

At the present time a proposed Lower Mainland Regional Area is under consideration (the southern half of Region Four on the map). The Lower Mainland Region covers an area of 1600 square miles, and has within its area five cities, sixteen district municipalities, three villages and sections of unorganized territory, with a population of well over half a million people. It extends from the village of Hope, one hundred miles from Vancouver, to the Straits of Georgia; it is bounded on the north by the coast mountains, and on the south by the International Boundary. The Cities in the area are Vancouver, New Westminster, North Vancouver, Port Coquitlam, and Port Moody. This plan is receiving the enthusiastic support of the British Columbia Division of the Community Planning Association of Canada.

In a number of cases old townsite layouts have been cancelled and new subdivisions laid out to conform with modern practice. The site is re-plotted with provision for schools, recreation, industrial, commercial and residential areas — all suited to the topography of the district.

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regional readings and references

GENERAL

'Regionalism and Administration' by F. Kenneth Hare; and

'Physical Planning in the Region — British Endeavours' by Harold Spence-Sales, in *Canadian Journal of Economics and Political Science* Vol. 13, No. 4 (November 1947).

Two McGill Professors discuss attempts to plan by regions in the United States and Britain; the former notes the reasons why regional boundaries vary with the job to be done, but questions the need for over 100 regional systems directed concurrently in the prewar U.S. by various Washington agencies. American experience contains lessons for large federal states like Canada. Prof. Spence-Sales describes the planning authorities being set up in Britain intermediate between municipal Councils and the national government at ten regional centres in England and Wales. Representative regional committees provide meeting-ground of national policies with local needs and endeavours, as they effect land use.

'Regional Planning' by John Bland, in *Housing and Community Planning* (McGill Monograph Series No. 4, 1944).

The head of McGill's School of Architecture outlines reasons why undesirable kinds of semi-suburban development seem to be beyond the present power of local governments to prevent. He suggests that the logical unit of management is a larger one, and that definition of its boundaries will be easier if a clear understanding of the nature and functions of its nucleus is first gained.

'The Geography of Canada' by Griffith Taylor, in *Annals of American Academy of Political and Social Science* Vol. 253, (September, 1947).

Toronto's Professor of Geography sketches the build, climate, soil and broad land use of the six major areas: Newfoundland and Maritimes, Southern Quebec and Ontario, Prairies, Southern B.C., Clay-Belt-Peace-River, and Empty North.

Reconstruction in Canada ed. by C. A. Ashley. University of Toronto Press, 1943.

General outline by Toronto Faculty members of the resources and opportunities. Based on lectures, and includes photos of deforestation's effect, and maps of main drainage systems.

'Geographic Basis of Planning' by Griffith Taylor; and 'The Region and the City' by Robert F. Legget, in *Planning of Canadian Towns and Cities* (University of Toronto, Extension Department, 1944, Vol. 2).

The geographer shows some of the broad lines fixed by topography and by Crown agents granting lands to homesteaders — and how these have shaped towns from Prince Rupert to Charlottetown. The engineer (now Director of Building Research at Ottawa) discusses access and power-sources as determinants of trade, along with food and water sources and amenities which establish the location and intensity of settlement. Prof. Legget describes permanent damage done in careless development; he indicates the achievements and weaknesses of some American and Canadian agencies responsible for the future of our resources. Concludes with six suggestions applied to Toronto Region but applicable anywhere in Canada.

Canadian Restoration by E. Newton-White. Ryerson Press, 1941.

Outlines comprehensive program for lasting abundance through husbanding renewable resources of plant, animal and human life.

'What this Country Needs is Ten More Provinces' by A. R. M. Lower; in *Macleans Magazine* (Oct. 15, 1948).

Royal Commission on Dominion-Provincial Relations. Report, Vols. 1 and 2. Ottawa, King's Printer, 1939.

The 'Rowell-Sirois Report' is in all public libraries, and contains detailed accounts of Canadian regional development by some of our most able experts.

Reports of Advisory Committee on Reconstruction: especially main Report, pp. 28-32; Report II (Conservation and Development of Natural Resources); Report III (Publicly-Financed Construction Projects); Report IV (Housing and Community Planning). Apply to King's Printer, Ottawa. Various prices.

The Future Population of Canada (Bulletin F-4, 1946, of Dominion Bureau of Statistics, Ottawa). 50 cents.

Projects, by Provinces, the present trends in birth and death rates — without trying to prophesy as to effects of war or immigration — up to 1971. Special attention to probable changes in size of school-group, working-force, and elderly age-group.

Climatic Summaries for Selected Stations in Canada. Toronto, Meteorological Division, Department of Transport, 1948. Two volumes, 65 cents.

Monthly and annual averages of mean and extreme temperatures and humidities, hours of sunshine, precipitation, wind speed and direction — for scores of stations including some in Newfoundland. Includes maps.

Canadian Geographical Journal, Canadian Journal of Economics and Political Science, Canadian Business, Industrial Canada, Financial Post, Monthly Letters of Chartered Banks.

Descriptive material on every part of Canada will be found in the files of these periodicals; most Canadian public libraries possess complete sets. Several are indexed in the *Canadian Index*.

FOR INDIVIDUAL REGIONS

The Theory of Economic Change by Burton S. Keirstead. Toronto, Macmillan, 1948.

A moderately advanced text by a McGill Professor, paying special attention to industrial migrations and locations, as fields of deliberate public policy. Part V illustrates shifts in industrial location by reference to the Maritimes, including much material from a pioneer study of Canadian regional development that is now out of print.

Public Affairs (quarterly). Halifax, Institute of Public Affairs of Dalhousie University.

Contains frequent articles and reviews of economic development and prospects for the Maritimes as a whole, as well as for individual Provinces and cities.

Statistical Year Book. Quebec, King's Printer.

The Province of Ontario in the Canadian Market. Trade and Industry Branch, Department of Planning and Development of Ontario, 1946.

Includes many maps and charts showing distribution of population, sales, production, employment, etc. in Canada; special section on hydro-electric power in Ontario.

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regional references—continued

Conservation of the Natural Resources of Ontario (Guelph Conference) Toronto, Royal Canadian Institute, 1942.

The Ganaraska Watershed; a study in land use, by A. H. Richardson. Toronto, King's Printer, 1944.

Type survey of a troublesome stream, inspired by above Conference of voluntary groups, and carried out jointly by provincial and federal governments. Covers an area in southeast Ontario, with many charts and photos. Recommends establishment of river valley authorities with wider powers than Grand River Valley Conservation Commission of 1931, and profiting by experience in Ohio and elsewhere. These recommendations led to the legislation below.

Ontario. *An Act to Provide for the Establishment of Conservation Authorities . . . and for the Prevention of Floods and Water Pollution* (10 Geo. VI. Chap. 11). 1946 with subsequent amendments.

River Valley Development in Southern Ontario. 1945.
Conservation in Eastern Ontario. 1946.

These are the reports of conferences held in London in 1944 and in Kingston in 1945, in which the applicability of the Ganaraska type study to the other watersheds of the province was fully discussed. Both reports were published by the Department of Planning and Development of Ontario, and are handsomely illustrated with maps and photos. The conclusions of these conferences are also reflected in the Ontario Conservation Authorities Act. A further conference was held in Toronto late in 1946. The effectiveness of these careful pilot studies, conferences and publications is shown in that Conservation Authorities have been established for many river valleys in Ontario, such as the Etobicoke, Moira, Ganaraska, Ausable, South Nation, Upper Thames, Napanee and Grand. Survey reports on most of these valleys have been published by the Department. While surveys and recommendations are prepared with the help of the Department's staff, the execution of work is by the Conservation Authorities, with the co-operation of operational Departments of provincial, municipal and federal governments, and of private land owners.

County of York Planning Survey by P. A. Deacon, E. G. Faludi and John Layng for the Toronto and York County Planning Board, 1948.

The key document for CPAC's conference at Jackson's Point on May 7th.

'Marketing Survey Methods Adapted to Community Planning' by P. J. Thair; in *Economic Analyst* (quarterly review of Economics Division, Department of Agriculture, Ottawa), Vol. 16, No. 1 (February, 1946).

This periodical deals often with town-country interdependence; the above article defines the area over which townsmen sell goods and from which they draw fresh foods, in the case of Smiths Falls, Ontario. The same material in extended form appeared in 1946 as a separate publication of the Department: *The Market for Farm Products in the Town of Smiths Falls*.

'Use of the Community Survey in Town Planning' By M. W. Maxwell; in *Quarterly Review of Commerce* (University of Toronto), Vol. 13, No. 3 (1947-48).

An outline by the chief Industrial Development officer of the C.N.R. of the factors easily available to any group wishing to assess the economic prospects of their area, with special reference to industrial location.

Supply and Use of Water Resources on the Prairies; special issue of the *Engineering Journal* (Engineering Institute of Canada, Montreal), Vol. 31, No. 9 (September, 1948).

Annual Reports on activities under the Prairie Farm Rehabilitation Act of 1935. Ottawa, Department of Agriculture, 1936 to date.

Modest mimeographed reports of the largest regional planning authority we have. It was set up to promote better farm practices in an area between Winnipeg and Calgary, but now supervises some work in B.C. as well. It has demonstrated how to gain fuller use of prairie precipitation and soil; it promotes better seed and breeding stocks; local groups of farmers have been led by self-help schemes to develop pastures, tree-planting, check dams in small streams, better housing and recreational facilities.

The Canadian Desert by Duncan Stuart. Toronto, Ryerson, 1938.

Describes the nature of prairie soil and the story of prairie settlement. Warns of the bitter results of single crop cultivation on other continents. Recommends legumes, animal husbandry and tree-planting by the individual farmer as the salvation of the prairies.

Industrial Development for Manitoba Communities. Manitoba Department of Mines and Natural Resources, Bureau of Industry and Commerce. Winnipeg, King's Printer, 1947.

Outlines the data collected for the province as a whole, and for each incorporated town or village, by the Department. Urges repetition of same survey periodically by voluntary local groups, especially in smaller communities — and contains the Department's schedules for doing so. Stresses the positive attractions of adequate municipal services and social facilities, rather than the time-honoured devices of land, tax and zoning concessions. Brief and graphic.

Canada's New Northwest; a study of the present and future development of the Mackenzie District of the Northwest Territories, Yukon Territory, and the northern parts of Alberta and British Columbia, for the North Pacific Planning Project. Ottawa, King's Printer, 1948. One Dollar.

A report with maps in colour, compiled by M. W. Maxwell, and covering the million square miles of Canada that lie north and west of Edmonton. Based on data of Canadian and American governments and initiated jointly in 1943, but completed largely by the Department of Mines and Resources. Describes the physiography, geology, agriculture, forest and wild life resources, fisheries, water power, transport and human settlements in this vast area. Includes a sober calculation that the area could support 3½ million people at the present U.S. standard of living; but warns that present population is just over 100,000 and is most unlikely to exceed 400,000 in the discernible future. Weather is reported much more moderate than is commonly believed; while not more than 2% of known power potential is developed. The 'most agreeable' part of the area of study (the Queen Charlotte Islands) compares closely with the south of England — as to meteorological statistics, at any rate.

Regional Index of British Columbia by the Regional Development Division, Department of Trade and Industry. Victoria, King's Printer, 1948.

Gives comparative data for the Regions shown on our map (page 4) except for metropolitan Vancouver and Victoria. The headings include area, population, transportation, primary industry, retail sales, accessible resources, climate, payrolls, taxes, recent trends in economy and construction activity, adequacy of institutional and commercial facilities. Includes more detailed economic data also for cities, villages and local districts; with maps and tables. Annual publication is contemplated.

Decentralization and Regional Planning; a preliminary report by the consultants to the Vancouver Town Planning Commission, 1946.

Suggests legislation similar to that passed by B.C. in 1948 (see article in this issue). Refers to previous studies of 'Lower Mainland Region' and contains map of area that might be encompassed within such a Region under the 1948 Amendment to the Act.

planning briefs—continued from page five

City Council is facing up to the view that adequate study of major planning proposals and efficient preparation of land for local housing and industrial developments will require a well endowed City Planning Department in the City Hall.

A park at the north end of the Lion's Gate Bridge is being promoted. The Mayor has asked a citizen's committee to select a site for the city's cultural centre; CPAC will be represented on it. The federal government will evict fourteen firms in order to build a new general post office in the central area. Four new city schools are in use; plans are ready on another eight and are being prepared on a further six schools. Contracts totalling \$5 million to control the Fraser River floods are now complete. A million dollar P.F.R.A. swamp reclamation scheme is mooted at the top of nearby Garibaldi Park.

Vancouver, like Toronto, Saint John, Halifax and St. John's, is now authorized to set up a municipal housing authority. Private builders are nervous about the prospects for continued speculative house-building at the present rates. City officials say the shortage is still too acute for much improvement and replacement of existing houses to be undertaken. Some think the building code here is adding unnecessary costs. A housing project for senior citizens is under way in nearby Burnaby, and the Vancouver Housing Association has just issued a report on the needs of this group in the whole area. The Association will now undertake a survey of the housing needs of single employed women. At a recent meeting, the Association urged the following steps: (1) An inter-governmental low rental housing conference; (2) shift of rent control administration to the Minister of Reconstruction who handles housing production; (3) amendment to the National Housing Act to provide explicit financial aid to municipal public housing authorities.

VICTORIA—The Finance Minister has suggested that the 3% sales tax available to municipalities be used by them to service capital debt rather than for current expenditure; municipal spokesmen in several centres say they are already too near their debt limit for this scheme to work. The province will spend over a million dollars on land reclamation, irrigation and power developments this year — much of it in the Kamloops district. Work has begun on the extension to Prince George of the the Pacific Great Eastern Railway on which the B.C. government has already spent \$42 millions; the province looks for federal aid in the additional works. The province seems still uncertain about the exact route of its part of the trans-Canada highway. The federal government is prepared to spend a third of a million dollars on surveys of the Upper Columbia River basin; this may tie in with American proposals to form a Columbia Valley Authority similar to that on the Tennessee. The province will plant 10 million Douglas fir seedlings on Vancouver Island this year.

Much of the recent development in the Nanaimo area has been outside the present city limits; the Board of Trade presses for enlargement of the city boundaries. The adjoining Regulated Area of Nanaimo is now being planned by the Regional Planning office of the provincial government. A similar Regulated Area (see article in this issue) is centred up the Fraser at Hope; the provincial government has recently brought an additional area of 80 acres within the scheme so that it can be developed as a planned sub-division. British Columbia is expected to get about one-tenth of the \$40 million housing program for service personnel this year; the federal government may build over 1000 defence houses in the Victoria area. Land for housing is already scarce in the Esquimalt district. Building of apartments is active throughout Greater Victoria, and it has recently been possible to begin demolition of dwellings unfit for further use. The federal government will build 100 veterans' rental houses in Victoria this year. It was hinted that the city may appoint a civic manager. Council is already authorized to investigate the benefits of consolidation with adjoining municipalities.

WASHINGTON—The Family Service Association of America has completed a survey through the participation of 135 local family welfare agencies in 31 states, Canada and Hawaii. The Director reports: "The housing shortage is crippling and injuring the health and stability of American families more than any of the major physical diseases." In the past year the need for housing has slackened in only 17% of the communities surveyed; the need remains the same in 52%, and has increased in 31% of the places.

The Senate has passed by over 4 to 1 a housing bill to provide for over 810,000 new low rental units in seven years, plus slum clearance, farm housing and building research. The bill now goes to the House of Representatives.

further post war questions: the region

1. What overall regional planning agency is operative in your area (name, area covered, action to date)?
2. What public conservation authorities (forest, river, wild-life, etc.) are at work in your region?
3. What special-purpose building agencies (highways, railways, harbours, air transport, utilities, housing, education, major industries, etc.) are acting on your region on a scale large enough to affect its overall character?
4. How did the expenditures in 1948 (or any recent 12 months) for each of the agencies in (3) compare with the total capital works budgets of local governments in the region?
5. What formal links ensure harmony of purpose between the Regional Planning Authority (if any) and the municipal planning boards, resources conservation authorities, special-purpose building agencies and other major investors in the area? Or among some of the agencies, if they are not all linked? Between regional authorities and senior governments?
6. How are popular views obtained on regional needs and official intentions?

This is the second set of questions introduced in the April issue, page 3. The same way of determining and transmitting answers is suggested as before — in this case to reach the National Office by July 1. CPAC's appraisal of planning in Canada will be presented at the National Conference on Planning, Fort Garry Hotel, Winnipeg, October 6-8, 1949.

regional planning in b.c.—concluded

The B.C. Regional Planning Division has co-operated with Central Mortgage and Housing Corporation in the preliminary layouts for a number of housing schemes.

Indications of Progress

Requests are continually being received to address meetings of Services and Community Clubs, Ratepayers Associations, Town Planning Commissions, Chambers of Commerce, Professional and many other organizations. It is gratifying to know that these requests are being made because people are becoming more planning conscious.

It may be argued that advice to small municipalities, declaration of regulated areas and regional planning areas do not constitute Regional Planning in its widest sense. The work done under the above headings is definitely a preliminary endeavour to control the use of land, and in a sense is a form of conservation.

With the proper control of land many of the other functions of Regional Planning fall into line: sites for industry, proper land utilisation, economic development, and all other details of planning. All this forecasts a Provincial Planning Act which will cover the whole of the Provincial Government unorganized territory instead of individual regulated areas through the Province, as at present. The Regional Planning work carried out to date is only a very minute part of what has still to be done.